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the success of city administration depends upon the skill with which the city's administrative machinery is adjusted and the ability which is shown in getting the right subordinate in the right place. He forcibly points out that the final solution of the "chief municipal problem of the American city, that of getting full value for the city's expenditures, depends even more upon the intelligent organization of business details than upon the mere enunciation of sound political principles in city charters. . . . The bureaus of municipal research that have come into existence in recent years are pointing the way to thorough-going reform in this direction."

The author promises a second volume dealing primarily with the administration and the functioning mechanism of municipalities. The first volume certainly does all that the author says he has hoped to do—to provide "both for the college student of municipal government and for the general reader an introduction to the study of a very large and important subject."

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POOLE, REGINALD L. *The Exchequer in the Twelfth Century*. Pp. xi, 195. Price, \$2.15. New York: Oxford University Press, 1912.

The literature on the origin and early organization of the English exchequer has previously been somewhat unsatisfactory. Although considerable in quantity and although much of it represents scholarly attainment of high order, yet the student who sought in this literature for the exact state of our knowledge on the subject had no easy task. Scattered pieces had to be brought together, obscurities dispelled, misconceptions and errors eliminated, and conflicting views reconciled. The present volume in large measure obviates such difficulties. Because the contents were prepared for delivery as lectures, the author "sought before all things to be plain and free from ambiguity in expression" (p. vi). He succeeded without sacrificing that scholarly accuracy which we have learned to expect from him. Older views and conclusions, tested by a searching historical criticism, are placed before us stripped of inaccuracies and relieved from obscurity, while new facts and suggestions greet us with frequency. The result is a stimulating and authoritative book.

The first three chapters contain brief but illuminating remarks on the sources and literature and a discussion of origins. The chapter on the ancient treasury well illustrates the method of combining exact definition and new contribution. When the *hordere* has been reduced to the position of a land-steward and the treasurer is shown to have no pre-conquest evidence, we are likely to conclude that the only elements of the exchequer yet traced with certainty to the period before the Norman Conquest are the chamberlains, blank payments, and the farm of the county. New is the suggestion that the payment *ad scalam* is merely "blank payment taken on an average" (p. 32); and new, too, is the inference from a royal writ that the pipe roll was already in existence before 1116. The treatment accorded the "farm of one night" charged against some of the royal manors in Domesday is somewhat disappointing. It seems doubtful if the

evidence produced is sufficient to support the assumption that "this farm bears traces of having been at one time a nearly uniform sum" (p. 30).

The most notable contribution deals with the introduction of the method of reckoning whence the exchequer derives its name. This crucial problem has received much attention from students, but Mr. Poole's is the first acceptable solution. The results of his enquiry may best be summarized in his own words. "The system of the Exchequer," he says, "is a system based upon the abacus. Treatises on this subject were written at Laon, one of them by Adelard of Bath. . . . The school of Laon had an unequalled influence on English scholars, one of whom lived to be treasurer. And this influence was exerted precisely at the time when the system of the abacus was introduced into the English treasury" (p. 56). These conclusions, with the possible exception of the last, are supported by convincing evidence. That the system of the abacus was adopted before the period of the influence of Laon had ended is clear from a royal writ, issued not later than 1118, which is addressed to Roger, bishop of Salisbury, and the barons of the exchequer; but it still appears possible that the system may have been adopted before this period of influence had begun. This possibility, however, is not a probability, and the conclusion, that the exchequer was not brought from Normandy, but was introduced by Englishmen who learned the system in France, seems highly probable. Furthermore, officials of the Norman exchequer were associated with officials of the English exchequer in such manner that they may well have carried the system from England to Normandy.

Four chapters dealing with the organization and work of the exchequer consist mainly of a critical interpretation and exposition of the *Dialogus*. The duties of the officials who formed the staffs of the exchequer and the treasury of receipt, the making of the sheriff's account, and the contents of the pipe roll are explained with a refreshing simplicity. Of the many contributions in this section the one most interesting to the reviewer concerns the positions occupied by Thomas Brown and Richard of Ilchester. Mr. Poole inclines to see in these two officials the direct predecessors of the later remembrancers. He finds several bits of evidence pointing to the existence of the remembrancers before their regular series of rolls began in the reign of Henry III, and his interpretation of the *Dialogus* makes it seem probable that the roll kept by Thomas Brown's clerk was not an exact copy of the pipe roll, but rather a set of extracts such as might be placed naturally in a roll of memoranda. He fails, however, to discover an historical continuity between the functions discharged by Thomas Brown and those of the subsequent remembrancer.

The subject of the final chapter is the relation of the exchequer to the King's court. We are cautioned not to break up the King's court at too early a date, for, though a tendency towards differentiation is observable in the reign of Henry II, our evidence makes it unsafe to speak positively of a separate court of exchequer, King's bench, or common pleas until a later period. The administrative and judicial developments of the reigns of Richard I and John are shown to have a significance hitherto not fully recognized. There is not only a distinct increase in the importance of the chancellor during this period, but also a separation of the chancery from the exchequer which results in many changes in both bodies during the thirteenth century. This general reorganization taking place

at the close of the twelfth century Mr. Poole is disposed to attribute to the activity of Hubert Walter.

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PORTENAR, A. J. *Organized Labor: Its Problems and How to Meet Them.* Pp. vii, 134. Price, \$1.00. New York: Macmillan Company, 1912.

This volume presents an interesting discussion of the problems that are at present confronting the labor movement in this country. The author discusses under the headings of Syndicalism, Organization by Industry, Arbitration, The Strike, Insurance Benefits, The Apprentice and Cooperative Trading, the question that he has raised, "What shall we do?" The book faces frankly the problems of unionism. The answers show clearly the attitude of a large group of union men. The author is a union man addressing other union men and he points out a course of action that is midway between the conservative group that is at present in control of the American Federation of Labor and the radical group represented by the Western Federation of Miners and more recently by the I. W. W.

The book is clearly written and very suggestive. The analysis of Syndicalism and the chapter on Cooperative Trading are particularly valuable.

The author feels that unionism must be by industry rather than by trade, so that there may be complete organization and so that those whose wages are lowest may be included in the movement. But there should be agreements and arbitration. The strike should be a weapon kept ready for use, but seldom used. The syndicalist "desire to be free to strike at any moment they may deem opportune" is discountenanced as is its declaration of unceasing war. "In an age and in a country where education and the franchise are the guaranteed privileges of the humblest, I have abounding faith that the school book and the ballot will make unnecessary the rifle and the bomb" (pp. 12-13).

Some form of arbitration is advisable and necessary, but both parties should be equal. The various unions in an industry have not been able really to co-operate in the making of agreements. The boycott and the union label, the author feels, have been unsuccessful, aside even from the attitude of the courts, because they are difficult and expensive to maintain.

The suggested answer to the question is "that a great cooperative society should be formed, to be controlled and directed by the international unions" (p. 97). In this way the "real wages" of the working man would be materially increased, the unions would be strengthened because only union-made goods would be sold and many persons would be attracted because of the profits accruing to the union.

English unionism furnishes the author with his argument for insurance features, but he follows the conservative group in this country in opposing the English plan of "labor parties." He favors cohesion on matters directly affecting unionism, but for the most part independence of thought and action in politics.

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